Digitized by the Internet Archive
in 2010 with funding from
Lyrasis Members and Sloan Foundation

http://www.archive.org/details/messageoflloydlo1898lown

Md. General Assembly

MESSAGE

—OF—

LLOYD LOWNDES,

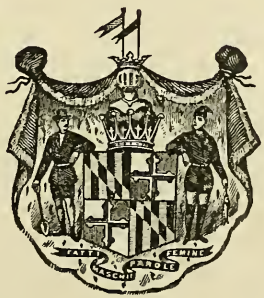
GOVERNOR OF MARYLAND,

—TO THE—

General Assembly,

—AT ITS—

REGULAR SESSION, JANUARY, 1898.



BALTIMORE:
PRINTED BY KING BROS., STATE PRINTERS.

1898.

1347

J
87
.M3
1895

Governor's Message.

Executive Department,
Annapolis, Md., January 5, 1898.

Gentlemen of the Senate and House of Delegates:

I congratulate you that our State shows marked evidences of industry, peace and prosperity. Our mills and factories are in operation, our commerce with foreign ports is increasing, our mines are pouring forth their hidden wealth, the seasons have brought abundant harvests, and the blessing of Divine Providence has rested upon the work of our hands.

In obedience to the Constitution, I herewith submit to you the condition of our State, and recommend to you legislation which I deem will add to our future welfare.

The Comptroller's Report gives in detail the condition of the State finances, the revenue received, the disbursements made.

In order that you may compare the total receipts and expenditures, not only for the past year, but also for the past three years, and thus reach conclusions as to the appropriations which can properly be made with a due regard to the rights of taxpayers, I give you a brief summary of the same.

STATE FINANCES.

For the fiscal year ending September 30, 1895, the balance in the Treasury was	$704,568 19
For the fiscal year ending September 30, 1896, the total receipts were	3,156,875 64
Total available cash for the year of 1896	$3,861,443 83
Total disbursements	2,945,401 07
Leaving balance in the Treasury on September 30, 1896, of	$916,042 76
Receipts into the Treasury for fiscal year ending September 30, 1897	2,772,055 40
Total available cash for fiscal year of 1897	$3,688,098 16
Total disbursements for fiscal year of 1897	2,980,959 58
Leaving balance in the Treasury on September 30, 1897, of	$707,138 58

173509

COMPARISON OF RECEIPTS AND EXPENDITURES FOR THE YEARS 1895, 1896, WITH 1897.

Total receipts for the fiscal year of 1895		$2,609,244 09
Total disbursements for fiscal year of 1895		2,454,750 37
Receipts over disbursements		$154,493 72
Total receipts for the fiscal year of 1896		$3,156,875 64
Of which was received from		
Insane Asylum Loan	$102,060 00	
And from Penitentiary Loan	510,724 00	
		$612,784 00
Leaving total ordinary rceeipts for 1896		$2,544,091 64
Total disbursements for fiscal year of 1896	$2.945,401 07	
But from which the following deductions should be made for extraordinary expenses:		
Legislative expenses	$145,245 48	
Insane Asylum and Penitentiary	200,764 80	
	$346,010 28	
		$2,599,390 79
Excess of disbursements over ordinary receipts for fiscal year of 1896		$55,299 15
Receipts for the fiscal year ending September 30, 1897		$2,772,055 40
Disbursements same period	$2,980,959 58	
From which the following extraordinary disbursements must be deducted:		
Insane Asylum	$101,772 90	
Penitentiary Loan	310,246 30	
	$412,019 20	
		$2,568,940 38
Excess of ordinary receipts over ordinary disbursements		$203,115 02

THE FOLLOWING AMOUNTS HAVE BEEN INVESTED FOR THE SEVERAL SINKING FUNDS DURING THE FISCAL YEARS 1896 AND 1897.

1896.		
General Sinking Fund	$ 20,000	
Defence Redemption Loan	309,700	
Exchange Loan of 1886	15,000	
Exchange Loan of 1889	5,000	
		$349,700
1897.		
Defence Redemption Loan	$439,475	
General Sinking Fund	110,000	
Penitentiary Loan	34,000	
Exchange Loan of 1886	15,000	
Insane Asylum Loan	10,000	
Exchange Loan of 1889	5,000	
		$613,475
Total amount purchased		$963,175

Amount brought forward		$963,175
Less stocks sold during the two years, viz:		
Frederick City 4 per cent. Bonds	$116,000	
Baltimore City Stock	161,000	
		$277,000
Net amount purchased		$686,175

FUNDED DEBT OF THE STATE SEPTEMBER 30, 1897.

3 per cent. Exchange Loan of 1886, Act of 1886	$ 628,355 00,	due 1900.
3 65-100 per cent. Defence Redemption Loan, Act of 1882	3,000,000 00,	" 1899.
3 per cent. Exchange Loan, 1886, Act of 1886	1,270,474 10,	" 1901.
3 per cent. Exchange Loan, 1889, " 1888	3,079,400 00,	" 1903.
3 per cent. Exchange Loan, 1891, " 1890	706,757 14,	" 1905.
3½ per cent. Penitentiary Loan, " 1896	500,000 00,	" 1911.
3½ per cent. Insane Asylum Loan, " 1896	100,000 00,	" 1911.
	$9,284,986 24	

CREDIT.

5,500 Shares Stock Washington Branch of the B. & O. R. R., par		$ 550,000 00
Stock Farmers' National Bank of Annapolis, par		46,470 00
Mortgage of the Northern Central Railway Company		1,500,000 00
Stock of the Baltimore & Fredericktown Turnpike Company		11,000 00
Stocks and Bonds to Credit Sinking Funds—		
Defence Redemption	$3,494,245 05	
General	484,789 56	
Exchange of 1889	165,403 50	
Exchange of 1886	40,000 00	
Penitentiary	34,000 00	
Insane Asylum	10,000 00	
		$4,228,438 11
Net Debt		2,949,078 13
		$9,284,986 24

Net Debt, as shown above	$2,960,078 13	
In addition to the Stocks, etc., set forth above, the State owns—		
Five Tobacco Warehouses valued at	$500,000	
Wharf Property	40,000	
Annapolis Water Company, par	30,000	
	$570,000 00	
	$2,390,078 13	

REASSESSMENT.

After years of attempted legislation on the subject of reassessment the General Assembly of 1896 provided a new assessment, which, in view of the many conflicting interests, has been generally satisfactory. While a gratifying increase in the taxable basis is shown, the new assessment has accomplished a most desirable result in an equalization of values and in bringing to light much property which has hitherto escaped taxation.

The following table shows the assessed value of property for 1876, 1877, 1896 and 1897:

YEAR.	BASIS.	STATE TAX.	RATE.
1876.....	$429,112,418	$ 740,218 87	.17¼
1877.....	478,468,028	825,357 25	.17¼
1896.....	540,461,747	959,319 53	.17¼
1897.....	607,965,272	1,079,138 27	.17¼

The assessment of 1876 increased the basis $49,355,610, while that of 1896 increased it $67,503,525, which gives the State an additional income of about $120,000 over the old assessments.

While the successive assessments of real property have shown a steady increase in values, thus enhancing the taxable basis and proportionally enlarging the revenues of the State at the fixed rate of taxation, yet it must be borne in mind that the revenue has not increased in the same proportion as our expenses. We have now more departments and a greater number of officers to support, and the tendency of modern times being one of expansion, each succeeding year we are met with the demand for larger appropriations.

This view of our financial condition will call for a careful discrimination in the matter of expenditures, so that the appropriations can safely be brought within the estimated revenues of the State.

PUBLIC EDUCATION.

In late years it has been my privilege to meet citizens from all parts of the State, and my pleasure to note the high order of intelligence and refinement of our people. Persons in the humblest walks of life discuss with such rare intelligence intricate problems of State craft and economics, that men who make these matters a study will often find themselves at a loss to answer and elucidate the questions presented.

A great source of this intelligence and refinement is our public schools, which every taxpayer should feel a personal interest in assisting. Not only do we give free education, but Maryland has advanced beyond many of our sister States, and by Chapter 135 of the Acts of 1896 has given our children free books.

Our public school system should, in the future, as in the past, be the subject of our most thoughtful solicitude, and while desiring in all proper manner to impress on your Honorable Body the necessity for all proper retrenchment, I believe in this behalf that we should not dispense our bounty with a niggardly hand, but that the appropriations should be commensurate with the purposes to be attained.

The requirements of this system will be placed before you by members of the State Board of Education and others interested, and I bespeak for them that careful consideration which this subject demands.

I now come to those Colleges and Schools which are the recipients of the State's bounty, and which still require a share of our fostering care.

ST. JOHN'S COLLEGE—ANNAPOLIS.

This College has the distinction of being the first public free school in America, and dates its foundation to 1696.

Its support is derived partly from paying matriculates and partly from the State; and while the appropriations of the State have been liberal, the return in free education has been quite commensurate with such appropriations.

This College gives twenty-six senatorial scholarships with free board and tuition, (one from each senatorial district in the

State), and forty-seven scholarships with free tuition, a total of seventy-three who practically receive a free "Higher" education.

The Joint Committee appointed by the General Assembly of Maryland at its session of 1894, and again in 1896, unanimously recommended that an addition be made to McDowell Hall, to contain accommodations for a library, a laboratory, and one or more class rooms, and also that the annual endowment be increased, so as to permit of a larger number of free tuition scholarships.

WESTERN MARYLAND COLLEGE—WESTMINSTER.

In this College, which was organized in 1867, both sexes are admitted, but are taught separately. It is an honor to the educational institutions of the State.

Since 1878, the State has made annual appropriations of $6,500, in consideration of which, one free scholarship is given to each of the twenty-six senatorial districts.

CHARLOTTE HALL—ST. MARY'S COUNTY.

This is the only high grade school in Southern Maryland. The main school building was burned during the session of the General Assembly of 1896, whereupon an appropriation of $5,000 was immediately made to rebuild.

The school gives sixteen free scholarships to residents of Charles and St. Mary's Counties.

WASHINGTON COLLEGE—KENT COUNTY.

Is situated at Chestertown; is an old and well-established institution of learning, and for a number of years past has received from the State $6,375.00, in consideration of which it has furnished two free scholarships to each of the nine counties of the Eastern Shore.

THE MARYLAND INSTITUTE—BALTIMORE.

This is a school of arts, design and book-keeping. It is both a day and a night school, and many persons avail themselves of the night school, to obtain an education which they could not otherwise obtain.

Its attendance is large, and the results have been very gratifying.

MARYLAND AGRICULTURAL COLLEGE.

This institution, under its present management, has made great strides in the lines for which it was called into existence. Its educational facilities have been improved to the extent of a fully-equipped building for Mechanical Instruction, a new Chemical Laboratory, Library and Gymnasium. The Experiment Station, a department of the College, is the University Extension Branch of this institution, and is doing a good work.

Its bulletins should be received and read by every farmer in the State.

Old practices are being superseded by more intelligent methods, the result of broader education. The facilities afforded by this College, if properly applied, must prove invaluable to those who desire to avail themselves of their opportunities. It is gratifying to note the appreciation of the general public of the value of this institution, as is evidenced by the increase in the number of students.

In the calendar year of 1891 there were eighty-two enrolled, and in 1896 one hundred and eighty-three.

STATE NORMAL SCHOOL.

This is a State institution, and is especially designed for the instruction of young persons of both sexes who desire to teach. Every county in the State has among its teachers graduates of this school, and many members of your Honorable Body know what beneficent influence they have upon the education of the young.

From 1874 the annual appropriation has been $10,500. The number of students attending this school has more than doubled since then; the school building has been enlarged; the number of teachers and the necessary expenses have greatly increased. The State Board of Education asks that the appropriation be increased to $20,000 per annum.

Whatever reasonable appropriations you may make in this behalf, based upon the income and liabilities of the State and its ability to appropriate, other obligations being taken into consideration, will receive my sanction.

CHARITABLE, REFORMATORY AND INDUSTRIAL INSTITUTIONS.

The number of these institutions is very large; their support comes from private contributions, legacies, appropriations by the respective municipalities of the State, and the State itself.

The State is the guardian of her poor and helpless citizens, but the broad-minded charity of our people has supplemented, by liberal contributions, the guardianship of the State.

The reports of the respective institutions will be before you, and will show their work and results.

In many instances the Directors receive no remuneration, not even their travelling expenses.

You should see, as far as in your power lies, that no sinecures are maintained, and when from examination you have reached the conclusion that those institutions which appeal to the State's bounty are properly managed; that the objects are in the best interest of humanity, and that the results attained are satisfactory, then give them that assistance which their needs and our abilities justify.

As will be seen from the table of reformatory and charitable institutions accompanying this message, the last Legislature was liberal and just, and while I would not willingly do anything to lessen the good they do, or limit their opportunities for usefulness, yet, I desire that while you are liberal to them, at the same time you will be just to the State.

In 1895 the appropriations in this behalf were,	$239,250
In 1896 " " " "	219,250
Making a total of - - - - - - - - - -	$458,500
In 1897 the appropriations in this behalf were,	$314,000
For 1898 " " " "	292,500
Making a total of - - - - - - - - - -	$606,500
An excess over 1895 and 1896 of - - - - -	$149,000

I append hereto a list of those institutions which have received State aid:

APPROPRIATIONS FOR STATE REFORMATORY AND CHARITABLE INSTITUTIONS,

For the Fiscal Years Ending September 30, 1897, *and September* 30, 1898.

	1897.	1898.
Maryland Asylum and Training School for Feeble-Minded	$ 20,500	$ 19,000
Boys' Home Society	1,000	1,000
Baltimore Orphan Asylum	1,000	1,000
Baltimore City Hospital	5,000	5,000
Baltimore Day Nursery	1,500	1,500
Children's Country Home of Baltimore City	1,000	1,000
The Deaf and Dumb Asylum of Frederick	30,000	25,000
Female House of Refuge	6,000	5,000
General German Orphan Asylum of Baltimore	2,500	2,500
General German Aged People's Home	1,500	1,500
Hebrew Orphan Asylum	2,000	2,000
Hebrew Hospital and Asylum Association of Baltimore City	2,500	2,500
Home of the Friendless of Baltimore City	3,000	3,000
Home of the Incurables	2,500	2,500
House of Correction	25,000	30,000
House of the Good Shepherd	3,000	3,000
House of Refuge	15,000	15,000
House of Reformation for Colored Children	10,000	10,000
Hospital for the Women of Maryland	3,000	3,000
Infirmary of Western Maryland	5,000	5,000
Home of Mothers and Infants	500	500
Industrial Home for Colored Girls	3,500	3,500
Lying-In Hospital for Indigent Women	3,000	3,000
Lying-In Hospital (Maternite)	3,000	3,000
Maryland Hospital for the Insane	35,000	35,000
Maryland Hospital for the Insane	29,000	.....
Amounts carried forward	$215,000	$183,500

	1897.	1898.
Amounts brought forward	$215,000	$183,500
Maryland General Hospital	5,000	5,000
Maryland Confederate Home	7,500	7,500
Nursery and Child's Hospital	2,500	2,500
Oblate Sisters of Poverty	500	500
St. Mary's Industrial School	15,000	15,000
St. Vincent's Asylum	5,000	5,000
St. Mary's Orphan Asylum	5,000	5,000
St. Agnes' Hospital	2,500	2,500
University of Maryland Infirmary	5,000	5,000
Woman's Medical College for the Good Samaritan	1,500	1,500
Maryland School for the Blind	29,000	29,000
Second Hospital for the Insane	10,000	20,000
Little Sisters of the Poor	1,000	1,000
Home of the Friendless Children of the Eastern Shore	1,000	1,000
Hollywood Children's Summer Home	500	500
Northeast Day Nursery	1,000	1,000
Baltimore Humane and Impartial Society and Aged Men and Women's Home	3,000	3,000
St. Elizabeth's Home of Baltimore City for Colored Children	1,000	1,000
Home for Confederate Mothers and Children	3,000	3,000
Total	$314,000	$292,500

THE MARYLAND PENITENTIARY.

The progress of the building of the extension of the Penitentiary has been satisfactory, and its speedy completion is extremely desirable. From the proceeds of the sale of the bonds authorized by the Act of the Legislature of 1896 for this extension, there remains on hand the sum of $231,492.60, which will be due the contractors when their work is completed. The architect in charge estimates that it will cost $300,000 more to complete all the buildings now needed and to equip them with necessary heating and lighting apparatus.

The report of the Directors of the Penitentiary states that the receipts during the year have been $27,817.84 in excess of expenses, which is an increase of ten thousand dollars over the year 1896. The State is to be congratulated upon the good management thus shown.

The greatest number of prisoners confined in the institution at any one time during the past year was 855, and the lowest 770.

HOUSE OF CORRECTION.

Provision should be made to relieve the overcrowded condition of the House of Correction. The number of cells now provided is 232, while frequently more than 300 prisoners are confined in the institution, and the separation of the inmates with regard to sex is not possible.

Considering the class of convicts who are confined, it is not reasonable to expect that the institution will ever be entirely self-sustaining.

The majority of the prisoners are sentenced from two to six months, and in most cases the terms have expired before they have had time to acquire sufficient knowledge of any trade or industry to render their labor valuable as a revenue producing factor.

During the past two years, however, several new industries have been introduced, and it is probable that in a short time the State will be relieved of a part of the expense of the maintenance of the institution.

The Board of Managers ask an appropriation for the erection of an addition to the present building, the lower part of which will be used as a workshop, and the upper part as a female ward.

MARYLAND HOSPITAL FOR THE INSANE.

I commend to your careful consideration the one-hundredth annual report of this institution known as "Spring Grove Asylum." The daily average of patients was four hundred and ninety-six, and the average cost for each, including expenses of all kinds, was $212.50 per annum, which indicates

a careful and economical supervision over the important interests committed to the management of this Asylum.

The Board of Managers believe that more ground could be used to advantage, and as a tract adjoining that now belonging to the institution is offered for sale at a reasonable price, ask power to purchase, and I recommend that it be granted.

SECOND HOSPITAL FOR THE INSANE.

The second annual report of this institution is very satisfactory, and shows that there are some forty-eight patients taken care of in the houses that were on this property when purchased by the State.

The first group of new buildings is nearing completion, and will furnish accommodations for 175 patients. When finished this Hospital will be a modern asylum, thoroughly equipped with every facility for the scientific care and treatment of the insane.

STATE LUNACY COMMISSION.

The report of this Commission will show what advancement has been made during the past two years in the care and treatment of the insane, feeble-minded and idiotic.

Special attention is called to the importance of the State making proper provision for the care of all of her indigent insane. There are now in the State two thousand insane persons supported at the public expense. Of this number seven hundred are provided for in the two State hospitals, leaving thirteen hundred confined in private asylums, county almshouses, hospitals and jails.

The inadequacy of facilities in these institutions for the proper care and treatment of this unfortunate class is urged as a reason why the State should relieve the local authorities of such responsibility and expense.

The last Senate passed a bill which made provisions for the commitment of insane paupers by the judges of the several Circuit Courts without the intervention of a jury.

Article 23 of the Bill of Rights provides "That no man ought to be deprived of his life, liberty or property but by the

judgment of his peers, or the law of the land." If "the law of the land" can be made to apply to such cases, we can safely trust to our Judiciary the settlement of such questions without injury to this class of our unfortunate citizens. I commend this to the consideration of the Law Committees of the two Houses.

ADJUTANT-GENERAL.

The report of the Adjutant-General, which will be laid before you, contains a full statement of matters relating to the organized Militia of the State.

The recommendations therein made meet with my approval, especially with reference to an appropriation for a new Armory for the Fifth Regiment.

This is the oldest Military organization in the State, ranking with the best regiments in the United States, and it has long since outgrown its present confined and dangerous quarters.

ROSTER OF MARYLAND SOLDIERS.

By Chapter 134 of the Acts of 1896, an appropriation was made for the purpose of making and publishing a Roster of the Soldiers from Maryland who served in the Union Army in the War of 1861-65.

By authority of this Act I appointed a Commission to take this work in charge. In order to carry out the objects of the Act an appropriation of $15,000 was made.

The Commissioners' Report states that one volume of this Roster has been completed and placed in the hands of the printer, and will be ready for delivery about the middle of February, 1898.

They also show an expenditure of $7,340.21, and contracts for printing already entered into for publication, and other expenses amounting to $3,100.00, leaving a balance of $4,559.79 available for use in preparing the second volume.

If the balance in hand is not sufficient to carry out the object of the Act, as originally contemplated, I would suggest an additional appropriation.

TOBACCO WAREHOUSES.

At the beginning of the year 1896 there were three tobacco warehouses in operation—numbers 1, 3 and 5. The "Old Sugar Warehouse" was leased to Eugene Blake at an annual rental of $2,000. Number 2 warehouse was leased to the Northern Central Railway Company at an annual rental of $5,500. Number 4 was leased to the American Tobacco Company at a rental of $3,500. Owing to the large crop of tobacco in 1895 the three warehouses in operation were crowded, and it became necessary to provide outside storage.

During the year there was paid for storage, including hauling and insurance, $7,120.76. In order to avoid the unnecessary expenditures for storage, and to afford sufficient accommodations for the tobacco, the "Old Sugar Warehouse" and Warehouse Number 4 were, upon the expiration of the leases in January, 1897, opened for storage purposes, and have since been used as a part of the warehouse system.

Number 4 Warehouse has been consolidated with Warehouse Number 3, as authorized by the Act of 1896. The lease of Warehouse Number 2 expired on January 31, 1897. Believing that the warehouses then in operation, with the addition of the two houses restored to the trade, would be sufficient to accommodate all Maryland tobacco, by virtue of the authority contained in Chapter 280 of the Laws of 1896, on February 1st, 1897, I renewed the lease of said warehouse to the Northern Central Railway Company for a period of four years, at an annual rental of $6,300. The wharf adjacent to said warehouse, which had heretofore been leased at a rental of $1,500, was again leased to the same Company at an annual rental of $1,700, there being thus secured an additional annual revenue to the State from this warehouse and wharf of the sum of $1,000.

Early in 1897, being convinced that the method of accounting and general administration of the warehouses was bad and wholly devoid of business principles, I employed an expert accountant and instructed him to thoroughly investigate the management and to report to me with his recommendations.

The investigation has been completed, and the report shows the management of the warehouses to have been both inefficient and corrupt. Inspections have been faulty; an unnecessary number of employees has been carried on the pay-rolls; money has been paid to persons who performed no duties at the warehouses, and other unauthorized expenditures have been made of funds which should have been turned into the treasury. Prompt and vigorous measures were taken by me to correct these abuses, and so far as was possible, by executive action, a better administration has been inaugurated.

An efficient and business management of the warehouses cannot be reached, however, without substantial amendment of existing law.

I shall, at another time, submit to you a detailed scheme of re-organization of this branch of the State service, which I hope will meet with your approval.

Under proper management these warehouses can produce for the State a fair return for the capital invested in them.

The receipts from leased warehouses for the years 1896 and 1897 were - - - - - -		$17,399 92
There was paid out during the same period for storage, insurance and drayage of tobacco stored in outside warehouses, - - - - -	$7,120 76	
For new elevator in No. 4 warehouse, - - - - - - - - - -	1,280 00	
For repairs and insurance, - - -	3,417 99	
		11,818 75
Leaving a net revenue for the two years, - -		$5,581 17

The revenue from tobacco inspection will appear in the Comptroller's report.

STATE WHARVES.

The State owns four wharves in Baltimore City: at Long Dock; at the foot of Frederick street; on Pratt street, and on Light street.

A part of the Light street Wharf is leased at the annual rental of $1,000, and a part of the wharf at the foot of Frederick street is leased for the sum of $1,700 per annum. The other wharves are under the control of the State Wharfinger.

In 1896 the wharf at Long Dock was found to be in imminent danger of collapse. The Board of Public Works, upon discovery of the threatened danger, ordered a new bulkhead to be built and other substantial and permanent repairs made.

The cost of the repairs was $8,979.91, of which amount $3,956.78 has been paid, and there remains due the sum of $5,023.13, which should be provided for by special appropriation.

The net receipts for the years 1896 and 1897 were - - - - - - -	$9,116 16
The expenditures for the same period were—for account of repairs - -	3,956 78
Leaving a balance of - - - - - -	$5,159 38

STATE HAY SCALES.

The receipts from the State Hay Scales for the years 1896 and 1897 were $1,046.13. I do not think there is a public demand for the further operation of these scales by the State. I therefore recommend that a sale of the property be authorized, and the proceeds covered into the Treasury.

WEIGHERS OF GRAIN.

No receipts have come into the State Treasury from this source during the years 1896 and 1897.

The necessity for the offices no longer exists, and the same should be abolished.

STATE LIBRARIAN.

This office has the distinction of being the first important State appointment in Maryland to be filled by a woman. The results accomplished have fully justified this departure from established precedent. The Librarian's Report will show that the State Library has never been in better condition than at

present. Modern library methods have been introduced in the classification and cataloging of the books. A card catalogue for the miscellaneous library of seven thousand volumes has been completed, and a similar catalogue for the law books is in preparation. These improvements have been brought about without additional expense to the State.

The Librarian calls attention to the importance of having filed in the library the reports of those institutions which are supported in whole or in part by the State. Additional book stacks are also required for the proper shelving and arrange ment of government publications.

GEOLOGICAL SURVEY.

The State Geological and Economic Survey was created by the Legislature of 1896, and has an annual appropriation of $10,000.

This department is engaged in unfolding the hidden wealth of our State and the development of our natural resources; and should receive our encouragement and support.

An important service already performed by the Survey is the establishment of true meridian lines at the county seats.

The first volume of its report has been issued, and is a most valuable publication.

STATE ENTOMOLOGIST.

I have been advised by the State Entomologist that he will shortly make a full report of the result of his investigations as to insect pests which infest our nurseries, orchards and gardens, and what has been accomplished toward their destruc tion.

I hope the General Assembly will grant such support to this branch of the public service as the interests at stake seem to warrant, and I commend to careful consideration the propriety of enlarging the sphere of this department by including the Departments of Horticulture and Pathology.

FARMERS' INSTITUTES.

This department was created by the Legislature of 1896, and is under the management of the Trustees of the Maryland Agricultural College, while the Institutes are conducted under the immediate supervision of a director.

The object of this legislation was to bring within the reach of the farmers of the State most valuable information relating to the different branches of agriculture, and the results of experiments by experts.

A great deal of good has been accomplished in this direction, and much interest is being manifested in the work by those who have availed of the meetings.

STATE BOARD OF HEALTH.

The State Board of Health strongly recommend the establishment of a State Bacteriological Laboratory.

The Board states, that "in the study of food and drink and of infectious diseases, bacteriological methods are absolutely essential to correct conclusions. In the examination of drinking water, chemistry and bacteriology so supplement each other as to make their joint verdict invariably just. In the diagnosis of infectious diseases, bacteriological methods remove all doubt and give to both practicing, physical and sanitary officers, firm ground upon which to proceed."

The Board also asks that adequate provision be made for the collection of vital statistics, and that legislation be enacted for the proper registration of mid-wives. There is no subject which I commend to your more earnest consideration, than that of the public health. Your careful attention is called to the biennial report of the Board.

OYSTERS.

For a detailed statement of the receipts and disbursements of the State Fishery Force, I refer you to the report of the Comptroller.

The vessels owned by the State are two steamers and thirteen sailing vessels.

For a number of years past the receipts of the oyster fund have not equalled the expenses, and in January, 1896, the deficit amounted to about fifteen thousand dollars.

By Chapter 246 of the Acts of 1896, in order to provide for current expenses of the Force, a loan of $15,000 was made to this fund out of the Treasury. This has been since repaid.

The deficit has been somewhat reduced, but at the end of the fiscal year of 1898 it is estimated that there will be a deficiency of $10,000.

There is a demand on the part of those specially interested in the Oyster industry that the closed season be lengthened, for the reason that during the months of April and September many small oysters are caught and carried outside of the State, to be used for planting. Any action which you may take looking to the future welfare of this valuable industry will receive my most hearty approval.

FISH PROPAGATION AND DISTRIBUTION.

During the years 1896 and 1897 the Fish Commissioners have propagated at the hatcheries and distributed to different parts of the State more than 136,000,000 fish, including shad, perch, trout, bass and carp.

Fish culture has passed the experimental stage, and there can now be no question that our supply of food fishes is greatly increased by artificial propagation.

The valuable results accomplished by the Maryland Fish Commission seem fully commensurate with the expenditure in this interest.

Among the natural resources of Maryland there are probably none more valuable than fish and oysters. These industries give employment to a great number of our people and represent the investment of large capital.

In view of the agitation now going on for an improved sewerage system for Baltimore city the Legislature should see to it that no system be adopted which will result in injury, however remote, to these important interests.

GAME WARDEN.

Chapter 293 of the Acts of 1896 created the office of the Game Warden, whose duties are to secure the enforcement of the Game and Fish Laws. To assist him the Act authorizes the appointment of an unlimited number of deputies. This office has already produced valuable results, and I regard it as a very useful addition to the State government.

The conflict between the Local Game Laws has been found to produce confusion, and tends to defeat the object in view, and the Game Warden will ask the Legislature to pass an uniform game law to cover the whole State, with the exception of a few counties, where local conditions justify special provisions.

THE BUREAU OF INDUSTRIAL STATISTICS.

This Bureau has proven itself to be both useful and popular. As set forth in the Act creating it, its duties are the collection and publication of information and statistics relating to the State's natural and industrial resources.

The report will give special consideration to the subjects of Employment Bureaus, Chattel Mortgage Associations, and Convict Labor, and will present a review of the State's varied industries.

INSPECTOR OF MINES.

The report of this officer shows a continued advancement in the condition of the miners; to which introduction of electric lights and improved machinery have materially contributed. Fatalities have decreased, and good health and good order have generally prevailed. There are now employed in the mines about four thousand men.

The coal shipments from the Maryland mines in 1896 amounted to 3,700,000 tons, and in 1897 it is estimated there will be an increase of 200,000 tons.

The report of the Mine Inspector will be submitted to you.

INSURANCE DEPARTMENT.

The net revenue to the State from this department in 1896 was $144,006.21, and in 1897 was $157,221.55.

This shows a very gratifying increase in the business of this department, due to natural causes and the diligent execution of the law.

STATE TAX COMMISSIONER.

This officer is charged with the duty of assessing corporations, and is an important branch of the State government. By Act of 1896 the Commissioner was given supervision over the new assessment throughout the State. A detailed statement of the operation of this department will be found in the Commissioner's Report.

STATE INSURANCE.

The Board of Public Works has had the State buildings re-rated and the insurance thereon placed in home companies at a much lower premium than formerly paid. A saving of three thousand ($3,000) dollars has been effected in this item.

STATE FIRE MARSHAL.

The Report of the State Fire Marshal shows that during the seventeen months ending September 30th, 1897, property to the value of $1,192,514.50 had been destroyed by fire in this State, on which an insurance of $967,851.05 was paid.

Eighty-nine incendiary fires are reported and thirty-two arrests made of persons charged with this offense.

THE BUREAU OF IMMIGRATION.

This Bureau was created by Chapter 295 of the Acts of 1896, and an appropriation of ten thousand dollars made for its support.

It has already produced results which justify its creation and continuance.

Owing to the limited sum at the disposal of the Bureau it has not been found practicable to comply with that provision of the Act which requires the Superintendent to spend four months of each year in Europe.

Unless an increased appropriation can be made, I recommend that this provision of the Act be repealed.

LIVE STOCK SANITARY BOARD.

I commend to your consideration the Board's Sixth Annual Report, which gives full information of its work, and what good it has done in suppressing contagious diseases among live stock in the State.

MARYLAND AND VIRGINIA BOUNDARY.

The disappearance of the monuments marking the boundary line between Maryland and Virginia, through Pocomoke sound and river, and the consequent uncertainty as to the true location of the boundary has, for some years past, been a source of considerable friction between the citizens of Maryland and Virginia, and an embarrassment to the officers of the State Fishery Forces of the two States. These monuments were originally erected in 1884, in conformity with the Act of 1882, ch. 159.

In order that the true boundary should be definitely marked so as to avoid all further controversy, in the early part of 1897 I appointed Col. Thomas S. Hodson a commissioner on the part of this State, to act with a similar commissioner, to represent the State of Virginia in having this line located and re-marked with substantial buoys or other monuments. After a considerable delay, the Governor of Virginia acceded to my request for the appointment of a commissioner on the part of that State, and the work of remarking the boundary has been completed. The cost of the work is to be borne equally by the two States.

The report of the commissioners will be presented to you at a later date.

ELECTION LAW.

By the enactment of the Election Law of 1896, there was placed upon the statute books of Maryland, for the first time, a law which experience shows to be eminently fair and satisfactory.

Under the provisions of this Act, due opportunity is given for every eligible citizen to exercise the free right of suffrage, and votes honestly cast are honestly counted.

The results of the two elections held under the provisions of the new law have been accepted by the people of the State, as the true expression of the will of the majority of the voters.

To the general system created by the Act, I have no amendments to offer, but many valuable suggestions for the correction of some defects, and conflicting provisions, have been received from supervisors of Election. When formulated, these recommendations will be submitted for your consideration.

BRIBERY AT ELECTIONS.

The use of money at elections in this State has in recent years grown to such proportions as to call for most serious consideration. Corruption at the ballot box, the very fountain head of all free institutions, is one of the greatest dangers to which our State can be exposed. The crime of bribery is one which experience has shown to be most difficult to detect and punish. Notwithstanding the earnest efforts made by careful legislators in other States, no satisfactory remedy for the unlawful use of money at elections has been devised.

The present law ought to be amended so as to include every species of bribery.

But it must be remembered that no law, however comprehensive, or stringent in its provisions, is self-executing, and that no enactment against bribery and corruption of voters, can be made effective until public sentiment co-operates with the judiciary in its enforcement.

PRIMARY ELECTION LAW.

Our elective system will not be perfect until we have an efficient Primary Election Law.

The control of the party machinery usually carries with it the selection of party candidates, without necessary regard to the will of the majority of the party. This system should be so altered as to insure to each member of a political organization the right to have his choice of candidates duly registered and counted.

Such a law, to be effective, should be compulsory, and not optional. The Election Law should be amended so as to permit on the official ballot the names only of those candidates who have been nominated either under the provisions of a Primary Election Law or by the requisite number of registered voters, as now provided for.

LYNCHING.

There have been three cases of "Lynching" in Maryland during my administration as Governor. In all of these cases the persons accused or suspected of crime were taken from the custody of the proper officers of the law. In the first, no indictment had been found; in the second, there was an indictment and the case ordered to be removed for trial to another county, and in the third, notwithstanding the fact that the prisoner had been speedily tried, convicted and sentenced, he was taken, in open day, against the entreaties of the Judge who had just condemned and sentenced him, and killed by an infuriated mob, in defiance of all decency and law, at the very door of the Courthouse. The latter was the only one out of the three where the prisoner was charged with that crime the commission of which has been held by some to be a justification for such violence.

These cases show that lynchings are not caused by any particular class of crime and are not confined to any locality. It is difficult to understand what precise motives produce them. It is no prevention to characterize them as "unjustifiable, outrageous, wicked, cowardly or lawless." They are universally condemned by the metropolitan, and by the rural press, as well as by all law-abiding citizens.

Lynchings constitute murder, pure and simple, and no legislation could more clearly define the crime or prescribe the punishment. And yet it seems impossible to secure even a presentment against those who thus set the law at defiance. If a law could be passed placing upon the county in which a lynching occurs some heavy pecuniary penalty, it might help to create public sentiment against this crime which would

bear fruit in the choosing of officers who would use intelligent and courageous efforts to protect their prisoners, and discover and prosecute these offenders against law and order.

EXECUTION OF CRIMINALS.

The law requires that executions of malefactors shall, as far as possible, be private, but experience has shown that the character and surroundings of many of our County Jails makes compliance with the law difficult, if not impossible.

I therefore renew the recommendation of my predecessor for the enactment of a law providing that all criminals under death sentence in this State shall, as soon as sentence is pronounced, be transferred to the Maryland Penitentiary or the Baltimore City Jail, to be held in confinement until the time of execution, and there be executed under the supervision of the Sheriff of Baltimore City or the Sheriff of the county where the crime was committed. This would largely reduce the expense to the counties of protecting and providing for the execution of such criminals; reduce the danger of interference with the due and orderly course of the law, and would facilitate its execution with that privacy which is desirable in such cases.

PARDONS.

In the past two years upwards of six hundred applications of this nature have been filed.

In my judgment it is important in the interests of the State, and to meet the demands of justice, that the necessary labor of investigating the large number of cases calling for the exercise of clemency, of sifting the evidence submitted in behalf of those who have come under the sentence of the law, and of preparing the facts for the decision of the Executive, should be committed to an Advisory Board.

ROADS.

The two elements, aside from climate, location and other natural advantages, which are most attractive to settlers, are low taxes and good roads.

There is an increasing demand in all the States for a better road system, and if we would not be behind in the line of progress in this direction, it is important that we should aim toward a general improvement in our system of roads.

This subject has received the serious consideration of the various organizations more immediately interested in the development of our public highways, and there will be presented for your consideration the results obtained by practical experience and comparison of the most approved methods.

I sincerely trust that some comprehensive and satisfactory solution of the question may be reached, which, while not being a burden upon the taxpayers, may lay the foundations of a system which will eventually meet the necessities of the different localities of our State.

RACE-TRACK GAMBLING.

Your attention is called to the recent inauguration in this State of "outlaw" race tracks.

This most vicious form of gambling, with its attendant evils, corrupting to young and old, should receive at your hands vigorous treatment. Maryland should not be permitted to become a refuge for that class of criminals which the outraged public sentiment of neighboring States has driven from their borders. I earnestly recommend the prompt passage of a law which will effectively exclude from our State this most demoralizing agency.

And in this connection I cannot too strongly present the necessity for more stringent laws to prohibit and punish prize fighting, dog fighting and similar degrading sports which are frequently practiced in the rural districts in the vicinity of Baltimore and Washington, where the police supervision is powerless to cope with the numbers and effrontery of those who are engaged in this nefarious business, and whose experience has taught them how to stifle inquiry and thwart the officers of the law in their efforts to secure evidence upon which conviction must follow.

UNIFORM LAWS.

Pursuant to Chapter 264 of the Act of 1896, I appointed a commission for the promotion of uniformity of legislation in the United States. The report of the board will be presented to you.

I call your attention to the necessity for a uniform law relating to negotiable instruments. A draft of an Act which has already been adopted by several States will be presented for your consideration, and I recommend its adoption.

In view of the volume of interstate commerce, it is very desirable that the law applicable to commercial transactions be simplified, and made uniform as far as possible.

OFFICIAL BONDS.

There is a great want of uniformity in the laws relating to the approval and filing of official bonds. This important duty is arbitrarily delegated to the Governor, Comptroller, Treasurer, Judges, Clerks of Courts, County Commissioners and other officers.

I deem it very desirable that some attention be given this subject, with a view of securing a more reasonable and uniform practice.

It may be well to consider how impracticable it is in the case of private bonds for the approving officer to adequately inform himself as to the responsibility of sureties, and whether the time has not arrived when corporate security, as well as personal, should be accepted on official and statutory bonds.

Strong arguments for the adoption of this system are the periodical investigations which bonding companies make of the trusts for which they are surety, and the greater promptness with which they settle claims in case of default.

STATE AUDITOR.

There is no provision made for the examination of the accounts of public officers who receive and disburse State funds, nor the receipts and disbursements of such institutions as receive State aid. In regard to the latter, while recognizing

that the management is generally careful and economical, it is a fact that neither the Executive nor the Legislature have any information upon which a recommendation for or against an appropriation could be made other than the ex-parte statement of the officers themselves.

There should be some one designated to examine into the accounts of these State officers and institutions, and also empowered to make examination of all State Banks and Building and Loan Associations located or doing business in the State.

EMERGENCY REPAIR FUND.

The State owns a great deal of property for the care and maintenance of which no annual appropriation is made. Most of the public buildings are old, and are frequently in need of more or less extensive repairs. Prompt attention to these wants will often result in a considerable saving to the State.

I recommend that the contingent fund of the Board of Public Works be increased, so that when the necessities arise there will be money available to meet them.

CONCLUSION.

In conclusion, I beg leave to remind the party now in power that it is on trial before a jury of the people, and as it shall uphold or disregard the trust reposed in it, so will its future be one of success or failure.

The expenditure of money should be carefully guarded, and it is especially desirable that the expenses of the General Assembly of 1898 should be kept within the appropriations already made. The Act of Legislature designates the officers and clerks to the General Assembly, and fixes the compensation of each. In making such appointments, the necessary qualifications of fitness and capacity for the discharge of their respective duties should be the only test by which selections are made.

An examination of the journals of the two houses will disclose the fact that during past sessions, many additional appointments to clerical and other positions have been made,

and at the close of the session the numbers have been greatly increased.

While it is important that bills should reach the Executive within a given time, to receive his approval, every effort should be made by members to bring their work to a definite conclusion as early as may be during the session to avoid the confusion incidental to delay at its close, at which time committees are unable to give important measures that careful consideration which they deserve, and the pressure upon the Executive is such as to limit his opportunity for their critical examination.

It often happens that measures having objectionable features could, if presented to the Executive at an earlier date, be returned in time for amendment to meet the objections pointed out, otherwise, for want of time to perfect it, a meritorious bill may fail to become a law.

Let me again remind you that in appropriating the public moneys the strictest economy consistent with the proper demands should be observed in every matter brought before you. With the best interests of our whole people at heart I ask for your hearty co-operation, and if in this spirit we will thus act together, I feel that you may all return to your homes at the close of the session with the consciousness of duty well done.

LLOYD LOWNDES.